

Message Text

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ACTION ACDA-10

INFO OCT-01 ERDA-05 CIAE-00 EUR-12 H-02 INR-07 IO-10 L-02

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INFO USDEL MBFR VIENNA

AMEMBASSY BONN

AMEMBASSY LONDON

USNMR SHAPE

USCINCEUR

S E C R E T SECTION 1 OF 2 USNATO 1741

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MBFR: THE COLLECTIVE COMMON CEILING

REF: A. STATE 34467

B. STATE 64853

1. THIS MESSAGE TRANSMITS SPC DRAFT GUIDANCE FOR AHG ON COLLECTIVE COMMON CEILING, PREPARED BY INTERNATIONAL STAFF ON BASIS OF U.S.N UK AND BELGIAN SUBMISSIONS. FRG HAS WITHDRAWN ITS OWN SUBMISSION AND WILL WORK WITH U.S. AND UK VERSIONS. SPC WILL CONDIER THIS DRAFT GUIDANCE ON THURSDAY, APRIL 3.

2. FIRST BRACKETED PHRASE IN FIRST PARAGRAPH REPRESENTS ILLUSTRATIVE APPROACH FAVORED BY U.S. AND OTHERS, WHILE SECOND SECOND BRACKETED PHRASE REPRESENTS BELGIAN APPROACH OF DRAFTING TREATY LANGUAGE. THE "EITHER" PARAGRAPH IS UK FORMULATION, AND THE FIRST "OR" PARAGRAP H

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IS U.S. FORMULATION, BASED ON THE FORMULATION PARAGRAPHS OF REFTELS A AND B. THE SECOND "OR" PARAGRAHP IS THE BELGIAN TREATY LANGUAGE. SLIGHT DIFFERECNE BETWEEN THIS TEXT AND THE ONE PREVIOUSLY TRANSMITTED BY MISSION REPRESENT DIFFERENCES IN TRANS-

LATION. MISSION UNDERSTANDS THAT BELGIANS ARE PREPARING TO SET ASIDE THEIR TREATY LANGUAGE APPROACH WHICH HAS NOT SUPPORT FROM OTHER SPC MEMBERS.

3. SUBPARA (A) OF THE UK FORMULATION CONCERNS HOW THE COMMON CEILING WOULD BE REACHED, NOT HOW IT WOULD BE COMPLIED WITH, WHICH WAS THE QUESTION RAISED BY AHG. MISSION BELIEVES INCLUSION OF THIS SUBPARA IN THE GUIDANCE MIGHT DISTRACT FROM WHAT WE UNDERSTAND AHG WANTS AS MAIN POINT: THAT COMMON CEILING IS A WORKABLE CONCEPT. REQUEST GUIDANCE.

4. SUBPARA (B) OF UK FORMULATION DOES NOT DIFFER SIGNIFICANTLY FROM SUBPARAS (A) AND (B) OF U.S. FORMULATION EXCEPT THAT UK SUBPARA (B) REFERS TO "/SIGNATORIES", INSTEAD OF " DIRECT PARTICIPANTS" AS IN THE U.S. FORMULATION. FRG PREFERS "DIRECT PARTICIPANTS". REFERENCE TO "DIRECT PARTICIPANTS" WOULD OF COURSE AVOID RAISING PREMATURELY SUCH QUESTIONS AS WHO ARE THE SIGNATORIES AND WHAT WOULD THEY SIGN. MISSION ASSUMES U. S. IINTINUE TO PREFER "DIRECT PARTICIPANTS" INSTEAD OF "SIGNATORIES". CAN MISSION IF NECESSARY, ACCEPT UK SUBPARA (B) WITH THAT REVISION?

5. SUBPARA (C) OF UK FORMULATION REFERS TO "AGREED EXECPTIONS FOR ROTATIONS AND EXERCIXES" INSTEAD OF " EXCEPTIONS FOR ACCOMMODATING

CURRENT MILITARY PRACTIDES" AS IN SUBPARA (C) OF U.S. FORMULATION. DOES WASHINGTON HAVE A PREFERENCE BETWEEN THESE PHRASES?

6. SUBPARAS (D) AND (E) OF UK FORMULATION REFER TO MBFR FOLLOW-ON MACHINERY. REF A STATED WASHINGTON'S INTEREST IN AVOIDING DETAILED DISCUSSION OF MBFR FOLLOW-ON UNTIL CSCE FOLLOW-ON HAS BEEN SETTLED. MISSION, IN SUPPORTING U.S. SUBPARA (D) REGARDING THE "MAILING ADDRESS", HAS STATED U.S. WOULD NOT WANT TO GIVE THE OTHER SIDE MJCH DETAIL AT THIS TIME ABOUT A COMPLAINT PROCEDURE, BUT ONLY ENOUGH OF AN ILLUSTRATION TO SHOW HOW COMMON CEILING WOULD OPERATE.FRG HAS FORMED NO OPINION ON UK SUBPARA (D) , OPPOSES UK SUBPARA (E) AS PREMATURE, AND SUPPORTS U.S. SUBPARA (D). REQUEST GUIDANCE.

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7. THE PARA ENTITLED " FOR INTERNAL INFO OF AHG ONLY" IS BELGIAN SUBMISSION, WHICH FRG STRONGLY OPPOSED AT LAST MEETING.

8. BEGIN TEXT:

LEGAL AND PRACTICAL ASPECTS OF THE COMMON CEILIJG CONCEPT

ALLIED NEGOTIATORS SHOULD CONTINUE TO MAKE A DETERMINED EFFORT TO CONVINCE THE WARSAW PACT OF THE LEGAL AND PRACTICAL FEASIBILITY OF THE COMMON CEILING. TO THIS END, THEY ARE AUTHORISED TO DRAW ON THE ARGUMENTS IN THE FOLLOWING (FORMULATION AND PRESENT ALL OR PART OF IT TO THE WARSAW PACT, TAKING CARE TO POINT OUT THAT IT IS ILLUSTRATIVE) OR(TREATY-ALNGUAGE

TEXT AND, IF THEY DEEM IT APPROPRIATE, TO PRESENT THE TEXT
IN WHOLE OR IN PART TO THE WARSAW PACT).

EITHER

(A) THE WESTERN/EASTERN SIGNATORIES (DIRECT PARTICIPANTS)
WOULD UNDERTAKE TO REDUCE THE AGGREGATE TOTAL OF
GROUND FORCES MANPOWER IN THE WESTERN/EASTERN PART
OF THE AREA OF REDUCTIONS FROM THE AGREED BASE
FIGURE FOR REDUCTIONS TO THE AGREED COMMON CEILING
FIGURE.

(B) THE WESTERN/EASTERN SIGNATORIES (DIRECT PARTICIPANTS)
WOULD UNDERTAKE TO ENSURE THAT THE AGGREGATE TOTAL
OF GROUND FORCES MANPOWER IN THE WESTERN/EASTERN PART
OF THE AREA OF REDUCTIONS DID NOT EXCEED THE AGREED
COMMON CEILING AFTER THE COMPLETION OF REDUCTIONS.

(C) THIS COMMITMENT WOULD BE SUBJECT TO AGREED EXCEPTIONS
FOR ROTATIONS AND EXERCISES.

(D) THE WESTERN/EASTERN SIGNATORIES (DIRECT PARTICIPANTS) WOULD
UNDERTAKE JOINTLY TO NOTIFY THE EASTERN/WESTERN SIGNATORIES
(DIRECT PARTICIPANTS), THROUGH THE POST-REDUCTIONS
MACHINERY TO BE ESTABLISHED BY THE AGREEMENT, ON
1ST JANUARY OF EACH YEAR OF THE AGGREGATE TOTAL OF
GROUND FORCES MANPOWER IN THE WESTERN/EASTERN PART
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OF THE AREA OF REDUCTIONS.
WITH REGARD TO THE QUESTION OF TO WHOM COMPLAINTS
OF A VIOLATION OF THE COMMON CEILING WOULD BE ADDRESSED, ALLIED
NEGOTIATORS ARE AUTHORISED TO ASSURE THE EAST THAT THE PROBLEM
WOULD BE MET IN SOME WAY AND, AT THEIR DISCRETION, TO MENTION
THE FOLLOWING ILLUSTRATIVE SOLUTION:

(E) A JOINT COMMISSION OR COMMITTEE MIGHT BE ESTABLISHED
CONSISTING OF THE AMBASSADORS AT VIENNA OF THE
SIGNATORY STATES (DIRECT PARTICIPANTS) WITH TWO
CO-CHAIRMEN, ONE FROM EACH SIDE, WHO WOULD BE
APPOINTED ON A ROTATING BASIS. COMPLAINTS AND
OTHER COMMUNICATIONS WOULD BE ADDRESSED TO THE
CO-CHAIRMAN OF THE APPROPRIATE SIDE.

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OR

(A) THE WESTERN DIRECT PARTICIPANTS WOULD AGREE TO TAKE
WHATEVER ACTION IS NECESSARY WITH RESPECT TO
FORCE LEVELS IN THE AREA OF REDUCTIONS TO KEEP THE
TOTAL GROUND FORCE MANPOWER IN THE WESTEN PORTION
OF THE AREA FROM EXCEEDING THE AGREED COMMON CEILING.

(B) THE EASTERN DIRECT PARTICIPANTS WOULD AGREE TO TAKE
WHAT EVER ACTION IS NECESSARY WITH RESPECT TO FORCE
LEVELS IN THE AREA OF REDUCTIONS TO KEEP THE TOTAL
GROUND FORCE MANPOWER IN THE EASTERN PORTION OF THE
AREA FROM EXCEEDING THE AGREED COMMON CEILING.

(C) THESE REQUIREMENTS WOULD BE MADE SUBJECT TO EXCEPTIONS
FOR ACCOMMODATING CURRENT MILITARY PRACTICES.

(D) A PERSON OR BODY WOULD BE DESIGNATED TO RECEIVE, ON
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BEHALF OF THE WESTERN PARTICIPANTS, ANY QUESTION OR
OBJECTIONS RAISED BY THE WARSAW PACT WITH RESPECT
TO THE MAINTENANCE OF THE CMMON CEILING. THE WARSAW
PACT WOULD IN TURN AGREE TO A SIMILAR DESIGNATION.

OR

A. FIRST AGREEMENT (MBFR I)

ART. (A) THE UNITES STATE OF AMERICA UNDERTAKES TO REDUCE
ITS GROUND FORCE MANPOWER STATIONED IN THE AREA OF
REDUCTIONS BY AND NOT SUBSEQUENTLY TO EXCEED

THE TOTAL WHICH RESULTS FROM THIS REDUCTION.

ART. (B) (ADOPTION OF THE COMMON CEILING CONCEPT.)

B. TREATY (MBFR II)

ART. (M-) BELGIUM, CANADA, THE FEDERAL REPUBLIC OF GERMANY, LUXEMBOURG, THE NETHERLANDS, THE UNITED KINGDOM AND THE UNITED STATES OF AMERICA UNDERTAKE TO REDUCE THE OVERALL LEVEL OF THEIR GROUND FORCE MANPOWER STATIONED IN THE AREA OF REDUCTIONS BY...

ART. (N) THE ABOVE-MENTIONED COUNTRIES SHALL DIVIDE AMONG THEMSELVES, AS THEY DEEM BEST, THE OVERALL REDUCTION TO BE MADE IN ACCORDANCE WITH THE PRECEDING ARTICLE.

ART. (O) THE ABOVE-MENTIONED COUNTRIES SHALL SEE TO IT THAT THE OVERALL LEVEL OF GROUND FORCE MANPOWER STATIONED IN THEIR REDUCTION AREA AFTER IMPLEMENTATION OF THE REDUCTION PROVIDED FOR ABOVE DOES NOT EXCEED THE TOTAL WHICH RESULTS FROM SAID REDUCTION, AND THEY JOINTLY AND SEVERALLY UNDERTAKE TO CARRY OUT TO THIS END WHATEVER MEASURES ARE APPROPRIATE AS REGARDS THEIR GROUND FORCES.

ART. (P) THE ABOVE-MENTIONED COUNTRIES UNDERTAKE TO APPLY THE PROVISIONS OF THE PRECEDING ARTICLE IN SUCH A WAY AS NOT TO CIRCUMVENT THE SPIRIT OF THE PRESENT
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TREATY.

ART. (Q) UNLESS OTHERWISE STIPULATED WITH RESPECT TO SPECIFIC SUBJECTS, THE CONCLUSION OF THE PRESENT TREATY SHALL NOT BE REGARDED AS INVALIDATING THE PROVISIONS OF THE AGREEMENT.....(MBFR I).

(FOR INTERNAL INFORMATION OF AHG ONLY: WITHIN THE CONTEXT OF THE OVERALL COMMON CEILING, IT COULD BECOME NECESSARY FOR EACH SIDE TO INFORM THE OTHER OF THE MANNER IN WHICH ITS DIRECT PARTICIPANTS HAD CARRIED OUT THEIR REDUCTIONS. IN SUCH A CASE, THE FOLLOWING FORMULATION MIGHT SERVE AS A BASIS FOR THE ELABORATION OF COUNCIL GUIDANCE:

EACH OF THE HEADS OF DELEGATIONS TO THE MBFR CONFERENCE, REPRESENTING ONE OF THE PARTIES TO THE TREATY, WOULD, BEFORE THE SIGNATURE OF THE TREATY, SEND TO EACH OF HIS OPPOSITE NUMBERS ON THE OTHER SIDE A LETTER INFORMING HIM OF THE BREAKDOWN TO WHICH THE GOVERNMENTS OF THE INTERESTED COUNTRIES ON HIS SIDE HAD AGREED, ON THE BASIS OF ARTICLE (N), WITH A VIEW TO THE APPLICATION OF ARTICLE (M).
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